

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 ACDE-00 ERDA-05 CIAE-00 H-01
INR-07 IO-13 L-03 NSAE-00 OIC-02 OMB-01 PA-01
PM-04 PRS-01 SP-02 SS-15 USIA-06 TRSE-00 NSC-05
SSO-00 /089 W
-----222026Z 080110 /43

P 221835Z APR 77
FM USMISSION NATO
TO SECSTATE WASHDC PRIORITY 3093
SECDEF WASHDC PRIORITY
INFO AMEMBASSY BONN
AMEMBASSY LONDON
USDEL MBFR VIENNA
USCINCEUR
USNMR SHAPE

S E C R E T SECTION 1 OF 2 USNATO 2347

E.O. 11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: WORKING GROUP STUDY ON DEFINITION OF GROUND
AND AIR FORCES

REF: (A) USNATO 2161 (DTG 141531Z APR 77) (NOTAL),
(B) AC/276-WP(77)4 (DATED 10 MAR 77) (NOTAL)

SUMMARY: DURING APRIL 19 MBFR WORKING GROUP (WG)
MEETING, ITALIAN REP SAID HIS AUTHORITIES WOULD
SOON SUGGEST IN SPC THAT ALLIES ACCEPT EASTERN
CONTENTION THAT FORCES ON EACH SIDE WITH A
SIMILAR FUNCTION BE PLACED IN THE SAME CATEGORY,
BUT ONLY AS IT PERTAINS TO THE THREE CATEGORIES
CONSIDERED IN AC/276-WP(77)4 (REF B). UK REP
SAID HIS AUHTORITIES ACCEPT STUDY, BUT WOULD
PREFER THAT WG HOLD IT AS AN UNFINISHED WORKING
PAPER UNTIL IT SEEMS APPROPRIATE FOR THE SPC
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TO CONSIDER IT. BELGIAN, CANADIAN, DANISH,
GERMAN AND NETHRRRLANDS REPS SUPPORTED UK
POSITION. WG NOW PLANS TO ISSUE STUDY AS
"UPDATE" OR "REVISION" OF ORIGINAL STUDY,
AC/276-D(75)8, WITH 1976 DATA. ACTION
REQUESTED: SEE PARA 7 BELOW. END SUMMARY.

1. DURING ITS APRIL 19 MEETING, MBFR WORKING
GROUP (WG) DISCUSSED WG STUDY ON DEFINITION OF
GROUND AND AIR FORCES (REFS).

2. ITALIAN REP SAID HIS AUTHORITIES GENERALLY AGREE WITH STUDY'S CONCLUSIONS THAT THE "UNIFORM" DEFINITION IS MILITARILY PREFERABLE; HOWEVER, THEY BELIEVE THE ALLIES SHOULD NOW CONSIDER ADOPTING THE "FUNCTIONAL" DEFINITION, REGARDLESS OF TH WG CONCLUSION, IN ORDER TO ADVANCE THE NEGOTIATIONS IN VIENNA. HE SAID ITALY WOULD RAISE THIS ISSUE IN THE SPC "IN A VERY SHORT TIME." HE SUBSEQUENTLY CIRCULATED THE FOLLOWING TEXT TO WG REPS:

BEGIN TEXT:

MY AUTHORITIES HAVE EXPRESSED THEIR GENERAL AGREEMENT WITH THE WORKING GROUP'S EVALUATIONS IN THE PAPER AC/276-WP (77)4. HOWEVER, I THINK I CAN SAY IN ADVANCE THAT, ACCORDING TO THEM, IT DOES NOT APPEAR ACCEPTABLE, ON THE NEGOTIATING PLANE, TO CONTINUE TO FIRMLY UPHOLD THE NATO CRITERION, REFERRING TO UNIFORMED PERSONNEL, EVEN IF IT IS MILITARILY PREFERABLE. IN FACT WE KNOW THAT THE PRESENCE OF THREE TYPES OF "ASYMMETRICAL FORCES" HAS BEEN ALREADY ADMITTED IN THE PAST BY THE ALLIESS. SUCH FORCES ACCORDING TO SAID PRINCIPLE, NEITHER CLASSIFY AS GROUND FORCES NOR AS AIR FORCES. OTHER SOLUTIONS WOULD THEREFORE BE REQUIRED THAT, WHILE TAKING INTO ACCOUNT ALSO THE "FUNCTIONAL" CRITERION, WOULD ALLOW
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TO SETTLE THE QUESTION OF THE THREE ASYMMETRICAL CATEGORIES, HENCE, WITHOUT COMPROMISING THE POSSIBILITY TO LARGELY ATTAIN THE OBJECTIVES THAT THE ALLIANCE INTENDS TO PURSUE. IN THE VIEW OF MY AUTHORITIES, SUCH A SOLUTION CAN BE REACHED BY ADOPTING THE "FUNCTIONAL" CRITERION TO COUNT THE FORCES OF THE THREE ASYMMETRICAL CATEGORIES, ALSO INCLUDING IN THE REDUCTIONS THE AIR FORCES AND CREATING A COMMONCOMBINED COLLECTIVE CEILING OF 900.000 UNITS WITH A SUBCEILING OF GROUND FROCES EQUAL TO 717.000 UNITS. SUCH PROPOSAL, EVEN THOUGH IT GRANTS THE WP LESS REDUCTION OF THE GROUND FORCES, IT WOULD REQUIRE AT THE SAME TIME REDUCTIONS, PROPORTIONATELY TO THE ADVANTAGE ACQUIRED, OF THE AIR FORCES WHICH CURRENTLY CONSTITUTE AN EQUALLY IMPORTANT DESTABILIZING ELEMENT IN THE CONCERNED AREA.

IT IS HOWEVER TO BE KEPT IN MIND THAT THE ADOPTION OF THE FUNCTIONAL CRITERION BEYOND THE LIMITED FRAMEWORK OF THE THREE ASYMMETRICAL CATEGORIES COULD HIGHLY UNDERMINE THE ALLIED POSITON.

END TEXT.

3. COMMENT: ITALIAN SUGGESTION TO CONCEDE TO THE EAST ON THE "FUNCTIONAL" DEFINITION

SURPRISED OTHER ALLIED WG REPS, I VIEW OF
PAST HARD-NOSED ITALIAN POSITIONS ON MOST
SUCH QUESTIONS. END COMMENT.

4. UK REP SAID HIS AUTHORITIES APPROVE THE
STUDY, WHICH THEY REGARD AS POTENTIALLY
USEFUL; HOWEVER, THEY DO NOT THINK IT NEEDS
TO BE CONSIDERED FURTHER BY THE SPC AT THIS
STAGE OF THE DATA DISCUSSION. THEY WOULD
THEREFORE PREFER THAT THE WG HOLD THE STUDY
AS AN UNFINISHED WORKING PAPER, AND NOT PUBLISH
IT AS A FINAL "D" DOCUMENT UNTIL THE SPC MIGHT
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CALL FOR IT. BELGIAN, CANADIAN, DANISH,
GERMAN AND NETHERLANDS REPS SUPPORTED THE UK
POSITION.

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S E C R E T SECTION 2 OF 2 USNATO 2347

5. WG CHAIRMAN POINTED OUT THAT UK PREFERENCE
MIGHT NOT BE POSSIBLE; STUDY ILL HAVE TO BE
PUBLISHED AS FINAL "D" DOCUMENT IF ITALIANS PLAN TO RAISE
THE ISSUE SOON IN THE SPC. CANADIAN REP SAID PARTS OF STUDY
SEEM OUTDATED IN VIEW OF DATA DISCUSSION IN VIENNA,
ESPECIALLY PARA 5(B), REF B; HE THOUGHT WG WOULD
HAVE TO RE-EXAMINE THESE PORTIONS BEFORE IT COULD
PUBLISH STUDY AS A FINAL DOCUMENT. CHAIRMAN SUGGESTED
THAT WG HAS THE OPTION OF NOT PUBLISHING
THE STUDY AS 1977 PAPER,BUT COULD ISSUE IT
AS AN "UPDATED" OR "REVISED" VERSION OF

ORIGINAL WG STUDY, AC/276-D(75)8. CANADIAN
REP AGREED, BUT SUGGESTED THERE ALSO BE A
CAVEAT AT THE BEGINNING OF PAPER TO POINT
OUT THAT THE UPDATE WAS CONFINED TO INSERTING
NEW 1976 DATA IN THE DTUDY AND DID NOT REVIEW
OTHER CONSIDERATIONS IN AC/276-D(75)8. OTHER
ALLIED REPS AGREED WITH THIS APPROACH.

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6. ITALIAN FEP SAID HIS AUTHORITIES WOULD LIKE
TO EXPAND PARAS 16, 17 AND 18 OF REF B WHICH
DEMONSTRATE THE POSSIBLE RESULTS OF NATO
INTELLIGENCE ESTIMATES OF WP STRENGTH THAT
ARE 10 PERCENT TOO HIGH. ITALIANS WOULD ALSO LIKE
TO INCLUDE FIGURES ON RESULTS IF NATO
INTELLIGENCE ESTIMATES ARE 10 PERCENT TOO LOW. OTHER
ALLIED REPS DID NOT THINK SUCH AN ADDITION
WOULD BE NECESSARY; GIVEN THE JUSTIFIABLY
CAUTIOUS APPROACH TO STRENGTH ESTIMATES OF THE
NATO INTELLIGENCE AUTHORITIES, SUCH
UNDERESTIMATES WOULD BE RELATIVELY UNLIKELY.
ITALIAN REP CONCEDED ON THIS POINT.

7. ACTION REQUESTED: WASHINGTON GUIDANCE ON
APPROVAL OF AC/276-WP(77)4, PER REF A.
PEREZ

SECRET

<< END OF DOCUMENT >>

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